



## 5.13 POPULATION, HOUSING AND EMPLOYMENT

The section identifies the existing population, housing, and employment for the City of Yorba Linda and provides an analysis of potential impacts that may result from implementation of the Yorba Linda General Plan Update at buildout. The analysis provided in this section addresses how implementation of the General Plan Update would meet the City's projected housing demands, induce population growth, and affect the jobs/housing balance. This section is based on data contained in the Housing, Land Use, and Economic Development Elements of the proposed General Plan Update, the California Department of Finance Population and Housing Report (May 2016), 2010 U.S. Census, 2010-2014 American Community Survey 5-Year Estimates, California Employment Development Department, and the Southern California Association of Governments (SCAG) Growth Forecasts (December 2015).

### 5.13.1 Regulatory Setting

#### Regional and Local

##### **Southern California Association of Governments (SCAG)**

SCAG is the responsible agency for developing and adopting regional housing, population, and employment growth forecasts for local governments in Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. The City of Yorba Linda is a member of the Orange County Council of Governments (OCCOG), one of the 14 subregional organizations in the SCAG region.

SCAG's demographic data is developed to enable the proper planning of infrastructure and facilities to adequately meet the needs of anticipated growth in the region. In April 2012, SCAG adopted its 2012-2035 Regional Transportation Plan (RTP), which presents the transportation vision for the SCAG region through 2035, and provides a long-term investment framework for addressing the region's transportation and related challenges. Growth forecasts contained in the 2012-2035 RTP for Orange County and City of Yorba Linda are used as the bases of analysis for housing, population, and employment forecasts in this section.

##### **Regional Housing Needs Assessment (RHNA)**

RHNA is a State-mandated process, which determines the amount of future housing growth each city and county must plan for. This "fair share" allocation concepts seeks to ensure that each jurisdiction accepts responsibility for the housing needs of its resident population, as well as the jurisdiction's projected share of regional housing growth across all income categories. Regional growth needs are defined as the number of units that would have to be added in each jurisdiction to accommodate the forecasted number of households, as well as the number of units that need to be added to compensate for anticipated demolitions and changes to achieve an ideal vacancy rate.

RHNA is an assessment process performed periodically as part of Housing Element and General Plan updates at the local level. The RHNA process begins with the California Department of Housing and Community Development's (HCD) projection of future statewide housing growth need, and the apportionment of this need of regional councils of governments throughout the State. As the region's designated Council of Government, SCAG is the agency responsible for developing an allocation methodology to allocation the region's assigned share of statewide need to cities and counties by income level.



The current RHNA Cycle covers the planning period from October 2013 to October 2021. The housing construction need is determined for four broad household income categories: very low (households making less than 50 percent of area median income), low (50-80 percent of area median income), moderate (80-120 percent of area median income), and above moderate (more than 120 percent of area median income). The intent of the future needs allocation by income groups is to relieve the undue concentrations of very low-income and low-income households in a single jurisdiction and to help allocate resources in a fair and equitable manner.

**Table 5.13-1, Regional Housing Needs Assessment Allocation 2014-2021**, shows the RHNA SCAG has adopted for the 2014-2021 Housing Element cycle, and has allocated to Yorba Linda for their share of the region’s housing needs.

<b>Table 5.13-1</b>			
<b>Regional Housing Needs Assessment Allocations 2014-2021</b>			
<b>Income Level</b>	<b>Percent of AMI</b>	<b>Units</b>	<b>Percent</b>
Very Low <sup>1</sup>	0-50%	160	24%
Low	51-80%	113	17%
Moderate	81-120%	126	19%
Above Moderate	120%+	270	40%
Total		669	100%

AMI = Area Median Income  
 1. An estimated half of City’s 160 very low income housing needs (80 units) are for extremely low-income households earning less than 30% AMI.  
 Source: SCAG 5<sup>th</sup> Cycle Regional Housing Needs Assessment (RHNA) Final Allocation Plan.

**City of Yorba Linda 2014-2021 Housing Element**

The Housing Element comprises one of the seven General Plan Elements that are mandated by the State of California (California Government Code Sections 65580 to 65589.8). California State law requires that the Housing Element consists of, “an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing.”<sup>1</sup>

As required by State Housing Law, the City of Yorba Linda must plan for its share of the region’s new housing needs in five State-defined income categories by identifying an adequate supply of land zoned at appropriate densities to accommodate needs in each income category. The RHNA goals do not explicitly require the City to construct the identified housing need, but rather seek to ensure that the City has, or plans to add policies, programs, and regulations that will accommodate new housing growth.

To address the City’s need for very low- and low-income housing, the City must demonstrate that it has an adequate supply of land for the development of very low- and low-income housing. In terms of evaluating the adequacy of these sites to address the affordability targets established by the RHNA, Housing Element statutes provide for the use of “default densities” to assess affordability.

<sup>1</sup> California Government Code Section 65583.



The City of Yorba Linda 2014-2021 Housing Element was adopted October 2013. It identifies and analyzes existing and projected housing needs, and articulates the City's official policies for:

- Preserving and improving housing and neighborhoods;
- Providing adequate housing sites;
- Assisting in the provisions of affordable housing;
- Removing governmental and other constraints to housing investment; and
- Promoting fair and equal housing opportunities.

The Housing Element examines the City's housing needs, as they currently exist, and projects future housing needs. It sets a housing plan for addressing the City's identified housing needs, constraints, and resources; including housing goals, policies, and programs.

To enable the City to meet RHNA construction goals, the Housing Element evaluates the City's capacity to meet future needs based on existing development capacities. The City's vacant land permitting residential construction, underutilized land, and current projects were evaluated.

Housing Element Table IV-1, Potential Housing Units during 2014-2021 Planning Period, summarizes the residential unit potential from residential projects with development entitlements with occupancy post 12/31/2013; vacant and underutilized residential sites; and second residential units. After accounting for entitled projects, the City has a remaining RHNA need of 534 dwelling units, including 106 very-low income units and 99 low-income units.

### **City of Yorba Linda General Plan Housing Element**

The Housing Element provides a comprehensive assessment of the current and projected housing needs of all economic segments of the community. The Housing Element states the goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The 2014-2021 Housing Element was adopted on October 15, 2013 as being consistent with State Law.

### **City of Yorba Linda Zoning Code**

Yorba Linda Municipal Code (YLMC) Title 18, Zoning Code of the City of Yorba Linda (Zoning Code). The intent of the Zoning Code is "for the purposes of promoting and protecting the public health, safety and welfare of the people of the City of Yorba Linda; to safeguard and enhance the appearance and quality of development of the City; to provide for the social, physical and economic advantages resulting from comprehensive and orderly planned use of land resources; and to implement the Yorba Linda General Plan."

The Zoning Code identifies eight residential land use zones:

- Residential agricultural (R-A),
- Residential low-density (RLD),
- Residential estate (R-E),
- Residential suburban (R-S),



- Residential urban (R-U),
- Residential multiple-family (R-M),
- Residential multiple-family 20 (R-M-20), and
- Residential multiple-family 30 (R-M-30).

### 5.13.2 Environmental Setting

#### Population

The City of Yorba Linda is approximately 90 percent built-out. According to the California Department of Finance’s E-5 Population and Housing Estimates, the population of Yorba Linda is 67,637 persons. The area has seen significant and rapid population growth since the 1950’s, transforming from a rural area of northeastern Orange County into the built out suburb it is today. **Table 5.13-2, Regional Population Growth Trends 1980-2010** details this growth over preceding decades.

Table 5.13-2 Regional Population Growth Trends 1980 - 2010							
Jurisdiction	1980	1990	2000	2010	Percent Change		
					1980-1990	1990-2000	2000-2010
Anaheim	219,311	266,406	328,014	336,265	22%	23%	3%
Brea	27,910	32,873	35,410	39,282	18%	8%	11%
Fullerton	102,235	114,144	126,003	135,161	12%	10%	7%
Placentia	35,037	41,259	46,488	50,533	18%	13%	9%
<b>Yorba Linda</b>	<b>28,251</b>	<b>52,422</b>	<b>58,918</b>	<b>64,234</b>	<b>86%</b>	<b>12%</b>	<b>9%</b>
Total Orange County	1,932,709	2,410,556	2,846,289	3,010,232	25%	18%	6%

Source: U.S. Census 1980, 1990, 2000 and 2010

Yorba Linda was largely agrarian as recently as the 1970’s, at which time the City experienced rapid suburbanization and population growth. This was part of a larger trend of fast growth throughout Orange County, with Yorba Linda being particularly affected as it was one of the relatively few areas of the county with physical room for extensive residential expansion. There are currently an estimated 21,958 households in the City.

The Southern California Association of Governments (SCAG) Regional Transportation Plan/Sustainable Communities Strategy Growth Forecast predicts a further 4 percent increase in the City of Yorba Linda’s population from 2016 to 2035. This would result in a total population of approximately 70,400 residents in the City.

#### Housing

##### *Housing Growth and Stock*

Yorba Linda’s growth rate over the last three decades has been consistently higher than both its neighboring cities and Orange County as a whole. The housing stock within the City increased 91 percent between 1980 and 1990, which accompanied rapid population growth, and a further 14 percent growth



between 2000 and 2010. This is in comparison to County-wide housing stock growth of 8 percent over most of the past decade. This is detailed in **Table 5.13-3, Regional Housing Growth Trends 1980-2010** below. According to the 2010 U.S. Census, the City has 22,305 housing units. This represents a ten-year increase of 2,700 units.

Table 5.13-3 Regional Housing Growth Trends 1980-2010							
Jurisdiction	1980	1990	2000	2010	Percent Change		
					1980-1990	1990-2000	2000-2010
Anaheim	82,725	93,177	99,719	104,237	13%	7%	5%
Brea	11,203	12,648	13,327	14,785	13%	5%	11%
Fullerton	39,506	42,956	44,771	47,869	9%	4%	7%
Placentia	11,379	13,733	15,356	16,872	21%	12%	10%
<b>Yorba Linda</b>	<b>9,058</b>	<b>17,341</b>	<b>19,567</b>	<b>22,305</b>	<b>91%</b>	<b>13%</b>	<b>14%</b>
Orange County	721,514	875,072	969,484	1,046,118	21%	11%	8%

Source: U.S. Census 1980, 1990, 2000 and 2010.

#### Housing Tenure

**Table 5.13-4, Housing Type 1990-2010** identifies the mix of housing types in the City. 88 percent of the total are single-family homes, while another 10 percent are multi-family units. The City also contains one 300-unit mobile home park.

Table 5.13-4 Housing Type 1990-2010						
Unit Type	1990		2000		2010	
	Units	Percent	Units	Percent	Units	Percent
Single-Family (SF) Detached	13,248	76%	15,344	79%	17,523	78%
SF Attached	1,968	11%	2,077	11%	2,152	10%
<b>Total SF</b>	<b>15,216</b>	<b>88%</b>	<b>17,421</b>	<b>89%</b>	<b>19,675</b>	<b>88%</b>
2 to 4 Units	606	3%	533	3%	744	3%
5 or more units	1,115	6%	1,270	7%	1,458	7%
<b>Total Multi-Family</b>	<b>1,721</b>	<b>10%</b>	<b>1,803</b>	<b>9%</b>	<b>2,202</b>	<b>10%</b>
Mobile Homes & Other	404	2%	310	2%	428	2%
<b>Total Housing Units</b>	<b>17,341</b>	<b>100%</b>	<b>19,534</b>	<b>100%</b>	<b>22,305</b>	<b>100%</b>
<b>Vacancy Rate</b>	<b>3.27%</b>	<b>--</b>	<b>1.61%</b>	<b>--</b>	<b>3.27%</b>	<b>--</b>

Source: U.S. Census 1990, 2000, and 2010. Dept. of Finance 2010 Population and Housing Estimates.



Housing tenure is a term that refers to whether a housing unit is owned, rented, or vacant. This is a key indicator of a community’s housing climate as it reflects the relative cost of housing opportunities and the ability of residents to afford housing. **Table 5.13-5, Housing Tenure 1990-2010** details housing tenure in Yorba Linda.

Table 5.13-5 Housing Tenure 1990-2010				
Occupied Housing Units	1990		2010	
	Households	Percent	Households	Percent
Renter	2,635	16%	3,468	16%
Owner	14,139	84%	18,108	84%
<b>Total</b>	<b>16,774</b>	<b>100%</b>	<b>21,576</b>	<b>100%</b>

Source: U.S. Census, 1990 and 2010

*Household Size*

The 2010 U.S. Census identified a total of 21,576 households in the City of Yorba Linda. According to data from the City and SCAG, there are 21,958 households in the City of Yorba Linda. According to the Department of Finance, the average size of these households 3.03 persons. Average household size is down from 3.12 as found by the 1990 Census, a combination of fewer residents having children as well as an increase in the senior citizen population. This trend is replicated throughout much of Orange County.

The vast majority of the residents of Yorba Linda are part of a family (82 percent), with 37 percent of these families having children under the age of 18. A full 80 percent of the City’s population growth between 1990 and 2010 was due to childless family households. **Table 5.13-6, Household Characteristics 1990-2010** illustrates household characteristics in the city during this time.

Table 5.13-6 Household Characteristics 1990-2010					
Household Type	1990		2010		Orange Co.%
	Households	Percent	Households	Percent	
Families	14,214	85%	17,704	82%	71%
With children	8,338	(50%)	7,940	(37%)	(34%)
Without children	5,876	(35%)	9,764	(45%)	(37%)
Singles	1,812	11%	3,119	14%	21%
Other non-families	748	4%	753	3%	8%
<b>Total Households</b>	<b>16,774</b>	<b>100%</b>	<b>21,576</b>	<b>100%</b>	100%
Average Household Size	3.12		2.97		2.99
Average Family Size	3.37		3.29		3.47

Source: U.S. Census 1990 and 2010



## Employment

The recent economic recession had a significant impact on job growth in Orange County, with the loss in over 100,000 jobs between 2006 and 2010.<sup>2</sup> Since that time, the economy has begun to turn around, with the Orange County Business Council reporting an increase in 35,000 private sector jobs in the County during the first three quarters of 2012, and projected continued job growth in 2013 and 2014.<sup>3</sup> Within Yorba Linda, the Southern California Association of Governments (SCAG) documents 2012 employment levels at 15,600, with projected 2020 employment of 16,800 and 2035 employment of 17,600.<sup>4</sup> The major employers in Yorba Linda include:<sup>5</sup>

- Nobel Biocare Usa
- Viasys Respiratory Care
- Costco Wholesale Corporation
- Century 21 Achievers
- Briad Restaurant Group
- Celerity
- Benefit Services
- Placentia-Yorba Linda Unified School District
- White Brothers
- St Jude Heritage Medical Group
- Albertsons

According to the U.S. Census, there were just over 11,000 primary jobs in the City in 2014. **Table 5.13-7, Primary Jobs by Industry Section 2010** details this employment.

The single largest employment sector within the City is low-paying retail, hospitality, construction, and service-related industries. These jobs typically do not pay enough for the individual to live in Yorba Linda, as demonstrated by the Census finding that 88 percent of those holding such jobs commute into the City for work. This situation is replicated throughout much of Orange County, particularly in nearby cities such as Anaheim, Brea, Fullerton, and Orange.

## Workforce Housing Scorecard

The Orange County Business Council published the second edition of its Workforce Housing Scorecard in 2012. The primary thrust of their findings were essentially that Orange County does not have enough affordable housing for its growing workforce. Of the 34 incorporated cities in the County, Yorba Linda ranked 20<sup>th</sup> both in terms of generating new jobs and supply homes for these new workers. However the study also projects that the City will move up to 13<sup>th</sup> amongst Orange County cities for the 2010-2020 study interval.

<sup>2</sup> Orange County Projections (OCP) 2006 and 2010. OCP forecasts are consistent with SCAG's Regional Transportation Plan/ Sustainable Communities Strategy.

<sup>3</sup> 2012 Orange County Workforce Housing Scorecard, Orange County Business Council.

<sup>4</sup> SCAG, *Draft 2016 RTP/SCS Growth Forecast by Jurisdiction*, December 2015.

<sup>5</sup> City of Yorba Linda.



Table 5.13-7 Primary Jobs by Industry Section		
Industry Sector	# Jobs	% Total Jobs
Retail Trade	1,697	14.9%
Accommodation and Food Services	1,417	12.4%
Manufacturing	1,159	10.2%
Construction	1,067	9.3%
Health Care and Social Assistance	1,056	9.3%
Administration & Support, Waste Mgmt. and Remediation	839	7.3%
Professional, Scientific and Technical Services	800	7.0%
Other Services (excluding Public Administration)	784	6.9%
Wholesale Trade	696	6.1%
Finance and Trade	467	4.1%
Public Administration	330	2.9%
Real Estate and Rental and Leasing	263	2.3%
Educational Services	234	2.0%
Utilities	200	1.8%
Arts, Entertainment and Recreation	194	1.7%
Information, Management of Companies	89	0.8%
Oil and Gas Extraction, Agriculture, Forestry, Fishing	78	0.6%
Transportation and Warehousing	46	0.4%
<b>TOTAL</b>	<b>11,416</b>	<b>100%</b>
Source: U.S. Census 2012. OnTheMap Application. <a href="http://onthemap.ces.census.gov/">http://onthemap.ces.census.gov/</a> .		

### 5.13.3 Significance Threshold Criteria

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- POP-1 Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- POP-2 Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- POP-3 Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

### 5.13.4 Impacts and Mitigation

The potential impacts on population and housing as a result of the implementation of the proposed General Plan Update are discussed below. As the City of Yorba Linda is approaching buildout, the potential growth that could occur as a result of the General Plan Update is less than significant on a City-wide scale. In addition, the project does not propose land use changes that would result in significant impacts. Mitigation measures, if necessary, are discussed below.

***Impact 5.13-1: The City of Yorba Linda's population would grow as a result of the implementation of the General Plan Update. However this would not occur at a large enough scale to rise to a level of***



*significance, and infrastructure and public service for this growth are addressed in that document.*  
**[Threshold POP-1]**

### **Impact Analysis**

The City's proposed Housing Element states that residential areas of Yorba Linda could grow after the adoption of the General Plan Update. Specifically, it is anticipated that 1,142 new units of single-family, detached housing could be constructed in the City, on land that is currently vacant.

One of the primary purposes of the General Plan Update is to promote responsible, measured growth in the City until buildout. Because there is the potential for 3,913 new housing units, there is the potential for a growth in population of approximately 10,752 persons. According to the California Department of Finance, the City of Yorba Linda has a population of 67,367.

Development as a result of the General Plan Update would also include increased commercial and industrial land uses, particularly in the southeastern portion of the City. According to buildout projections, the total increase in commercial and industrial square footage would amount to 2,005,770 sq. ft. This expansion would also likely lead to an increase in employment in the City, although not all new employees in these locations would become residents of the City.

Buildout projects of the proposed land use plan would serve to increase both the population of the City as well as the number of jobs in it. However the job growth associated with expanded commercial and industrial sectors is unlikely to have a significant effect on population in the City. As Yorba Linda is considered an expensive city in which to live, and the jobs created would be largely retail and manufacturing, it is not anticipated that the increase in new jobs would create additional housing demand in the City beyond the 3,913 residential units mentioned above. In addition, as Yorba Linda will be built out upon the construction of said housing and the commercial/industrial expansion, growth in residents would not be affected in a significant way by the creation of new jobs alone.

The full buildout of the proposed General Plan Update is not expected to be imminent upon the adoption of the General Plan Update. However this document is tasked with making significance determinations based on the development potential of the General Plan Update. Based on this assumption, buildout of the General Plan Update would result in only negligible population growth as a percentage (4.4 percent).

In addition, the proposed General Plan Update includes several policies related to housing and population growth that would ensure that the amount of growth upon implementation of the Project would not be significant, and would be managed in such a way so as not to affect the quality of life currently enjoyed in the City.

### **Consistency with SCAG's Compass Growth Vision**

The Southern California Association of Governments (SCAG) has expected that its footprint (Los Angeles, Orange, Venture, Riverside, San Bernardino, and Imperial) would grow by 6.3 million residents between 2004 and 2030. To address various issues that could arise from this growth, SCAG unveiled "The Compass Vision". This plan has elements that would attempt to accommodate the new projected new growth while also alleviating traffic congestion and improving air quality, broken down by city.

The projections calculated for the City of Yorba Linda as a result of the implementation of the proposed General Plan Update would/would not exceed those forecasted by SCAG. Although the General Plan



Update would directly cause some growth in the City, this growth is addressed within the document in terms of infrastructure and public service to cover it. Because of this, and the fact that new growth would be of an insignificant scale due to the fact that the City is already near buildout, the effects of the General Plan Update's adoption would be less than significant.

### **Proposed General Plan Update Goals and Policies**

Goal HE-1 - Maintain and Enhance the Quality and Affordability of Existing Housing and Residential Neighborhoods.

Policy HE-1.5 - Ensure the continued affordability of income-restricted housing for low and moderate income households.

Goal HE-2 - Provision of Affordable Housing: Assist in Development and Provision of Affordable Housing

Policy HE-2.1 - Encourage the production of housing that meets all economic segments of the community, including lower, moderate, and upper income households, to maintain a balanced community.

Goal HE-3 - Provide Adequate Housing Sites to Accommodate Regional Housing Needs and Achieve a Variety and Diversity of Housing

Policy HE-3.1 - Provide site opportunities for development of housing that responds to diverse community needs in terms of housing types, cost and location, emphasizing locations near services and transit that promote walkability.

Policy HE-3.2 - Provide housing as a component of the Town Center area, integrating the housing through strategic location and design. Encourage the preservation of existing historic housing.

Policy HE-3.3 - Provide opportunities to integrate higher density housing within traditionally commercial areas, such as Savi Ranch and other locations as appropriate.

Policy HE-3.4 - Continue to support the provision of second units in all single-family districts as a means of dispersing small, affordable units throughout the community.

Policy HE-3.5 - Provide additional residential sites through annexation of undeveloped properties within the City's northern Sphere of Influence, while ensuring environmental issues are adequately addressed prior to development.

### **Mitigation Measures**

No mitigation is required.

### **Level of Significance After Mitigation**

Less than significant impact.

***Impact 5.13-2: The implementation of the General Plan Update would not displace existing housing. [Threshold POP-2]***



### **Impact Analysis**

One of the primary goals of the General Plan Update, as articulated in the Housing Element, is the expansion of housing in the City. Of particular concern is taking measure to attempt to increase the amount affordable housing, such that more individuals that work in the City can afford to live in it. The City's housing stock increased by 10 percent from 2000 to 2010, and further expansion of the housing stock would occur under the General Plan Update. There is room for growth in the Cielo/Esperanza area in particular. There are no aspects of the proposed project that would displace existing housing, as there are no land use changes proposed. No impacts would occur.

### **Proposed General Plan Update Goals and Policies**

Please refer to the General Plan Update goals and policies identified in this section.

### **Mitigation Measures**

No mitigation is required.

### **Level of Significance After Mitigation**

No impacts

***Impact 5.13-3: No displacement of people would occur upon adoption of the proposed General Plan Update. [Threshold POP-3]***

### **Impact Analysis**

No displacement of people would occur under the proposed project as no displacement of housing would occur. There are no aspects of the General Plan Update that would change land uses. Housing would expand upon its implementation and no impacts would occur that would affect individuals or their dwellings as a result of its adoption.

### **Proposed General Plan Update Goals and Policies**

Please refer to the General Plan Update goals and policies identified in this section.

### **Mitigation Measures**

No mitigation is required.

### **Level of Significance After Mitigation**

No impacts.

### **5.13.5 Cumulative Impacts**

Although the population and infrastructure of the City of Yorba Linda would expand upon implementation of the proposed General Plan Update, the expansion would not rise to a level of significance as the City is over 90 percent built out and infrastructure expansion is addressed in that document. Further, no housing or people would be displaced upon its adoption as housing would expand and there are no proposed land use changes that could affect current dwellings. It is anticipated that population growth that could occur



as a result of the proposed project would not rise to a cumulative level of significance, either locally regionally, in terms of infrastructure, housing, or the displacement of individuals.

### **5.13.6 Significant Unavoidable Impacts**

No significant unavoidable impacts are identified.